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ness as usual' in war time would not in the least hesitate to send their own sons to the front. They do not seem to realize that their behavior in the conduct of their business increases the risk of the lives of their own enlisted sons. The cattle raiser who wishes to take advantage of high speculation prices of livestock, the wheat grower who desires to obtain the profits to be derived from unrestricted competitive buying by the frenzied nation at war, the laborer who attempts to force the highest wage on the basis of supply and demand, and the coal operator who capitalizes the contest between industrial and fireside demands for coal, all fail to visualize the situation as it actually exists and do not realize that their point of view jeopardizes the successful carrying on the war."

H. R. M. LANDIS.

Philadelphia, Pa.

NICHOLSON, J. SHIELD. *War Finance*. Pp. xxiv, 480. Price 10s, 6d. London: P. S. King and Son, Ltd., 1917.

This is a collection of articles written for various publications, particularly the *Scotsman*, from 1912 to 1917 inclusive. The title *War Finance*, is applicable to most of the papers but is not entirely accurate for all of them. Some of the views expressed by Professor Nicholson in the earlier articles must necessarily be modified in the light of later events, but his general contention expressed in the preface is defended throughout and is worth quoting as a summary of the book:

"The root evil of our financial policy has been the extravagant payment made by the state for all the services required for the War, whether of capital or labour—always excepting the labour of the actual fighting. The extravagance has only been made possible by inflation. The fruits of the evil are the waste of national resources, the increase in the inequities of distribution, and, worst of all, a degradation of the soul of the nation."

E. M. P.

POLITICAL SCIENCE

FREUND, ERNST. *Standards of American Legislation*. Pp. xx, 327. Price, \$1.50. Chicago: The University of Chicago Press, 1917.

The failure of the common law to adjust itself readily to changing social conditions has set for legislation the task of giving more immediate legal effect to new concepts of right and wrong, and of the public good. Social legislation, in working to this end, has been retarded by adverse decisions of the courts asserting unconstitutionality under the due-process clause. The violation of the right is found, not in the fact of regulation, but that the regulation is unreasonable. The boundaries of the field of rights protected by this clause are nowhere defined with precision. What is applied as a test in such cases is not a fixed but a variable standard called reasonableness. It is a sliding scale, the length of which at any application depends upon the social and economic views of the persons at the moment composing the court. It is not, then, a test of principle but of policy which is applied. This policy is implied and hence is judge-made, and is indefinite in extent. Furthermore, the judicial test is destructive, not constructive.

The purpose of the book is "to suggest the possibility of supplementing the established doctrine of constitutional law which enforces legislative norms through *ex post facto* review and negation by a system of positive principles that should guide and control the making of statutes, and give a more definite meaning and content to the concept of due process of law."

Such a system of principles is found neither in the common law nor in constitutional provisions for reasons set forth by the author. It is pointed out, however, that certain principles of legislation, fragments, as it were, of a system, have developed from various sources, e.g., the principles of correlation, of standardization, of vested rights and of equality. It is to development within legislative practice rather than to the courts that Professor Freund believes we must look for higher standards and a more complete system of principles of legislation. In justification the past experience with the courts is cited, together with the fact that in European countries where legislation is free from court review the legislative product is in a juristic and technical sense superior to that enacted in this country. The author believes, in the light of our own experience and in that of the other countries, that "the greatest hope for establishing constructive principles of legislation lies in the further development of plans that have already been tried," including executive initiative of legislation, preparation of bills by special commissions, the delegation of power to administrative commissions, the organization of drafting bureaus, and the codification of standing clauses.

It is to be hoped that this admirable essay will soon be followed by a more extended and systematic treatise on the principles of legislation from the same pen.

FRANK G. BATES.

Indiana University.

KETTLEBOROUGH, CHARLES (Compiled and edited by). *The State Constitutions.*

Pp. 1645. Price, \$12.00. Indianapolis: B. F. Bowen and Company, 1918.

Whoever has occasion to make frequent use of state constitutions or other fundamental laws of the land will welcome a single volume containing the state constitutions, the federal constitution and the organic laws of the territories and colonial dependencies of the United States. This 1918 compilation is not to be regarded as supplanting Thorpe's Constitutions and Charters, but rather as affording relief, for ordinary purposes, from that older, voluminous work.

The training of the compiler and editor as Assistant Director of the Indiana Legislative Research Bureau and present Director of that Bureau (under a new name) as well as internal evidence of careful compilation and editing, give assurance that the material may be relied upon.

C. H. C.

ROBINSON, EDGAR E. and WEST, VICTOR J. *The Foreign Policy of Woodrow Wilson 1913-1917.* Pp. 428. Price, \$1.75. New York: The Macmillan Company, 1917.

The authors contribute to a better understanding of President Wilson's foreign policy by their concise summary of its major problems and decisions, and their keen analysis of the fundamental ideals shaping its development. Frequent ref-